Historic Resources Summary Report

for the

Capital City Bikeway
Saint Paul, Minnesota

Jackson and Sixth Streets, looking north, 1925

Prepared for the
Toole Design Group
and the
City of Saint Paul

by
Landscape Research LLC
December 2015
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Draft
December 2015

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1.0 INTRODUCTION AND OBJECTIVES

The Capital City Bikeway Plan, developed by the Toole Design Group (Toole) and its subconsultants for the City of Saint Paul, will confirm the best routes for the downtown bicycle network, develop initial concepts for recommended bicycle network alignments, determine potential connections to Downtown from the broader regional bikeway system. It will also implement the first phase of the Downtown bicycle network on Jackson Street from Shepard Road to 11th Street.

This study supports the project planning and design team with information about historic resources and provides an overview of current regulations and guidelines with potential application to the study area's historic properties. The guidelines include the Lowertown Heritage Preservation Design Guidelines and the Secretary of the Interior's *Standards for the Treatment of Historic Properties* (*Standards*).

This study outlines the findings of a review of previous evaluations of National Register of Historic Places (NRHP) eligibility and local heritage preservation designation for properties along each potential route. This information also supports the project's wayfinding, branding, and public art components. Preliminary results were presented at project open houses and design workshops, and discussed with Toole project managers, the City of Saint Paul's project manager, and Saint Paul Heritage Preservation Commission staff.

Previous inventory forms, evaluation studies, and NRHP nominations prepared for properties along the potential routes were reviewed and the results are reported on Table 1 (see Appendix). Alterations to NRHP-eligible or NRHP-listed properties (including local heritage preservation sites and districts, historic streetscapes and landscapes), may require review for compliance with the *Standards* and/or local heritage preservation design guidelines. Depending on location and funding sources, this review may be coordinated by the Saint Paul Heritage Preservation Commission (HPC), State Historic Preservation Office (SHPO), and/or the Cultural Resources Unit of the Minnesota Department of Transportation (MnDOT CRU). Archaeological resources were not included in this study.

Landscape Research principals Carole Zellie and Amy Lucas conducted the fieldwork and research between March and August 2015 and prepared this draft report.

Figure 1. Looking north on Jackson and Sixth Streets, ca. 1930. Pedestrians, streetcars, buses, and automobiles and cyclists have long shared downtown St. Paul's narrow streets.

1.1 Bikeway Route Description

The bikeway shown in Figure 2 traces portions of the city's oldest street system, including parts of the Plat of Saint Paul Proper and Rice and Irvine's Addition, both recorded in 1849. The bikeway follows Kellogg Boulevard, an early commercial street and later an avenue of civic improvement efforts. It also follows Jackson Street from the Lower Landing, a key point for the city's early river trade. The major and minor routes frame the Lowertown Heritage Preservation District (local/NRHP), the Urban Renewal Historic District (DOE-NRHP), and pass by dozens of historic properties dating from the 1880s through the late 1960s. These properties include buildings and structures with commercial, institutional and industrial significance.

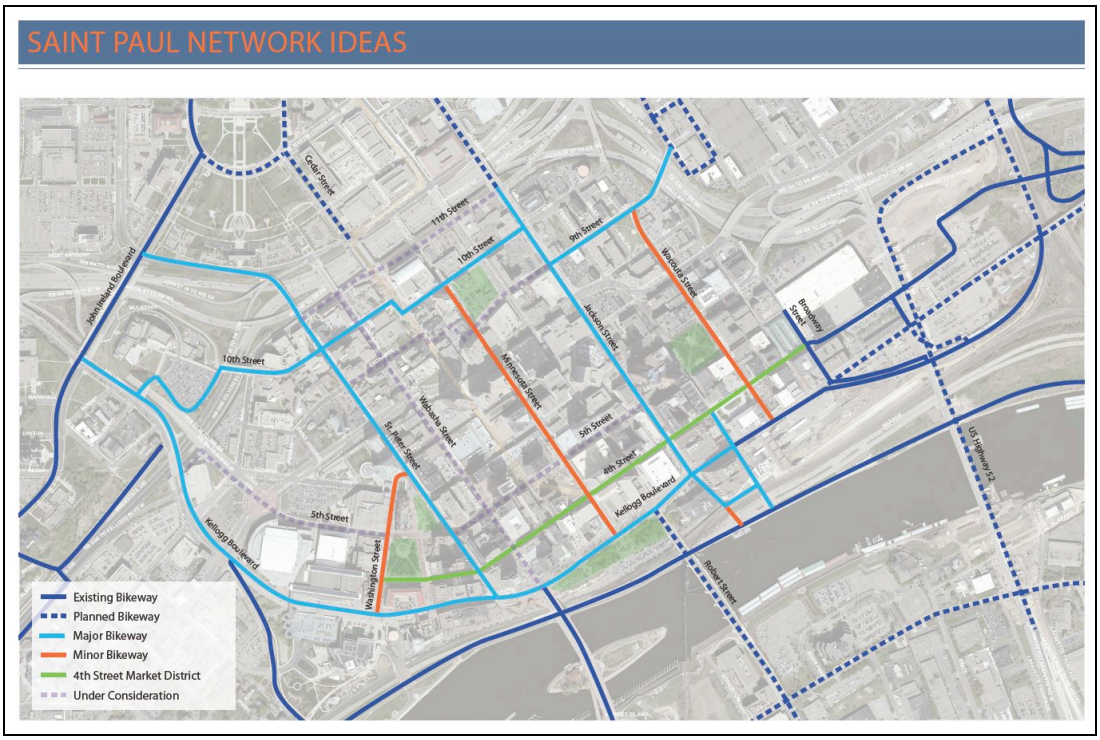

Figure 2. Capital City Bikeway Route Proposals, August 2015. (Toole Design Group)

2.0 SOURCES AND METHODS

2.1 Background Research

The consultants conducted research at the Minnesota Historical Society, State Historic Preservation Office, Ramsey County Historical Society, and the Saint Paul Public Works and Heritage Preservation departments. As noted in Section 2.3, previous inventory forms, NRHP nominations, local designation forms, and cultural resource evaluations were important sources of information. Historical maps, including the 1884 and 1916 city atlases (G. M. Hopkins), trace the progress of the downtown development. The City of Saint Paul's Department of Planning and Economic Development (PED) assisted with compiling and plotting comparative 1927 Sanborn and 2014 map coverage for the study area.

The Minnesota Historical Society collections include photographs that document downtown development from ca. 1860 to the present. Articles and illustrations in the *Saint Paul Globe*, *Saint Paul Pioneer Press* and *Minneapolis Tribune* for the period 1887-1930 were also consulted.

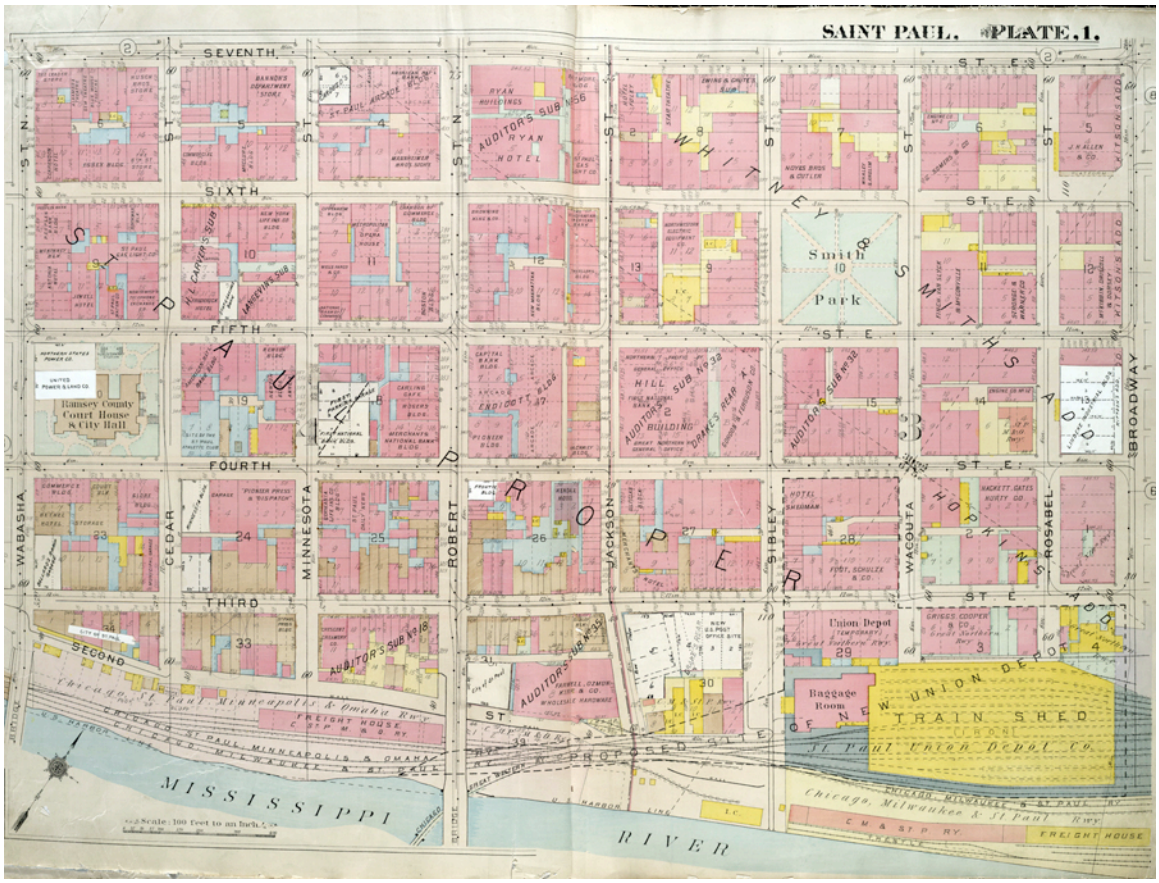

Figure 3. A portion of the bikeway study area including Lowertown as shown in 1916 (G.M. Hopkins).

2.2 Fieldwork

Fieldwork was conducted along each of the proposed routes within the project area by automobile and pedestrian survey (Figure 2). The objective of the fieldwork was to review the potential routes and compile a table of inventoried properties. Results are reported on Table 1 (Appendix).

2.3 Previous Evaluations

Cultural resource evaluations have been conducted for properties within the current Capital City Bikeway study area since the 1970s, beginning with National Register of Historic Places (NRHP) nominations for properties such as the Old Federal Courts Building, listed in 1969, and the Saint Paul Public Library/James J. Hill Reference Library, listed in 1975.

Evaluation studies, inventory forms, and NRHP nominations within the study area were reviewed and the results are reported on Table 1 (Appendix). The current study did not prepare any new property inventory forms but was prepared to recommend any properties requiring additional identification and evaluation for local or NRHP eligibility. Potential archaeological resources were not included in this study.

The 16-block Lowertown NRHP Historic District includes the Saint Paul Union Depot. The district was listed on the NRHP in 1983 and designated as a local heritage preservation district in 1984.[1] It includes 37 contributing properties spanning the period 1880-1920. Local district boundaries are slightly different than the NRHP (Figure 5).

In 1999 the NRHP eligibility of Kellogg Boulevard between Eagle Street and the Lafayette Bridge was evaluated as part of the Kellogg Boulevard Streetscape Project. The boulevard was recommended as not eligible for the NRHP. The study noted the roadway and a number of buildings were constructed during the period 1915 to 1940, but recommended that there was not a "high enough concentration of potentially contributing buildings to represent a district." The study observed, "While the historical significance of Kellogg Boulevard is clear, its historical integrity is poor."[2]

Cultural resource evaluations for the Central Corridor Light Rail project began in the mid-1990s.[3] The route was later realigned off the I-94 corridor and evaluation of resulting changes to the area of potential effect began in 2004. The *Supplemental Historic Properties Investigations and Evaluations for the Central Corridor Light Rail Transit Project* (2008) included Union Depot, the Saint Paul Athletic Club, and the Minnesota Mutual Life Insurance Company Building.[4] As a result of the above work, the Saint Paul Urban Renewal Historic District was determined NRHP-eligible. The district boundary is shown on Figure 5 and a detailed map is included in the Appendix. The 2014 boundary expansion of the Union Depot NRHP listing includes the elevated rail yard as recommended by the Union Depot Multi-Modal Transit Hub Phase I and II Architectural History Survey (2007).[5] The expanded boundary is shown on Figure 5.

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[1] Patricia Murphy and Susan Granger*, Lowertown Historic District National Register Nomination,* 1981. On file, St. Paul Heritage Preservation Commission.

[2] Andrew J. Schmidt and Kristen Zschomler, Kellogg Boulevard Streetscape Project, St. Paul, Minnesota. *Evaluation of National Register of Historic Places Eligibility for Kellogg Boulevard.* Submitted by the 106 Group Ltd. to SRF Consulting Group and City of St. Paul Department of Public Works, 1999.

[3] Hess, Roise and Company and Foth and Van Dyke, *Phase I and II Cultural Resources Investigations of the Central Corridor, Minneapolis, Hennepin County, and Saint Paul, Ramsey County, Minnesota*. Submitted to Minnesota Department of Transportation, Ramsey County Regional Railroad Authority and Hennepin County Regional Railroad Authority, 1995.

[4] Hess, Roise and Company, *Supplemental Historic Property Investigations and Evaluations for CCLRT Project: Minnesota Mutual Building and St. Paul Urban Renewal Historic District.* Submitted by Hess, Roise and Company, Minneapolis, Minnesota, 2008.

[5] William E. Stark and Jeanne-Marie Mark, *Phase I and II Architectural History Survey for the Union Depot Multi-Modal Transit Hub Project, St. Paul, Ramsey County, MN.* Submitted by the 106 Group Ltd., 2007.

106 Group Ltd., St. Paul, Minnesota, 2007.

As shown on Table 1 (Appendix), the Saint Paul Heritage Preservation Commission has locally designated the Lowertown Heritage Preservation District, the Saint Paul Public Library (George Latimer)/James J. Hill Research Library, the Saint Paul City Hall/Ramsey County Courthouse, and other properties shown on Table 2 (Appendix).

The downtown Saint Paul riverfront is part of the 72-mile-long Mississippi National River and Recreation Area.[6] Congress established the National Park Service Corridor in 1988.

Figure 4. Looking north on Wabasha Street from Kellogg Boulevard, ca. 1930.

[6] John O. Anfinson, *River of History: A Historic Resources Study of the Mississippi National River and Recreation Area* (Minneapolis: University of Minnesota Press, 2003), 13.

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3.0 Analysis of Capital City Bikeway Alternatives

3.1 Introduction

To date, a preliminary Area of Potential Effect (APE) has not been determined for the bikeway route. An APE is required for purposes of assessing effects to historic properties and is determined in collaboration with the HPC, SHPO, and/or MnDOT CRU.

Some properties within the bikeway study area have been determined individually eligible for the NRHP and as contributing to the Lowertown Historic District (NRHP and locally designated). The district is comprised of buildings primarily related to warehousing and railroads and borders the route on the east side of Jackson Street south of Seventh Street. The Saint Paul Urban Renewal Historic District (2008), determined NRHP-eligible and eligible for local designation, includes properties bordering Kellogg Boulevard, the west side of Jackson Street, and the east side of Wabasha, south of Sixth Street (Figure 5). As shown on Tables 1 and 2 (Appendix), certain additional properties along various routes are individually NRHP-listed or have been determined NRHP-eligible (DOE), or are locally designated heritage preservation sites.

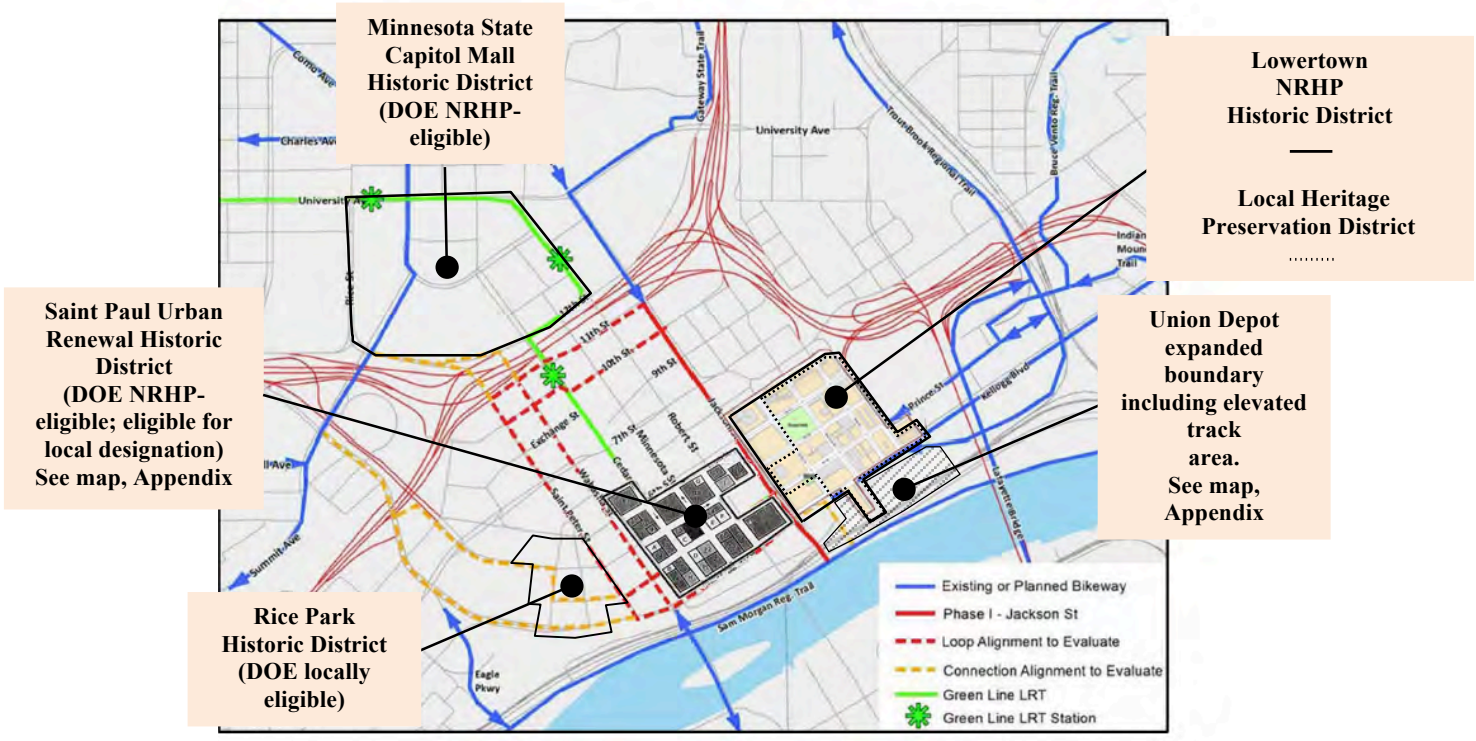


Figure 5. Capital City Bikeway Study Area Historic Districts

3.2 Historic Resources Along Bikeway Alternatives

The following summarizes bikeway route information shown on Table 1 (Appendix) and is organized by street segments. Some properties may have been determined NRHP-eligible but are not currently listed in the NRHP. They are, however, subject to design review under the provisions of Section 106 of the National Historic Preservation Act of 1966. Section 106 requires federal agencies or their applicants to take into account the effects of their undertakings on historic structural and archaeological properties. The Section 106 process must be completed prior to spending of federal funds or to the issuance of a federal license or permit for the undertaking. The Section 106 process must be conducted according to federal regulations in 36

CFR Part 800.[7] Certain properties may also be subject to review under the provisions of the Minnesota Historic Sites Act. The Act requires that "before carrying out any undertaking that will affect designated or listed properties, or funding or licensing an undertaking by other parties, the state department or agency shall consult with the Minnesota Historical Society pursuant to the society's established procedures to determine appropriate treatments and to seek ways to avoid and mitigate any adverse effects on designated or listed properties."[8]

Properties listed in or determined eligible for the NRHP may also be eligible for local designation.

3.2.1 Jackson Street

As shown on Figure 5, the Lowertown Historic District (local; NRHP) borders the east side of Jackson Street between Kellogg Blvd. and 7th Place. The contributing buildings within the district that face Jackson include the Merchants National Bank (366-68 Jackson St.) and the Railroad and Bank Building (180 E. 5th St.). The NRHP-eligible Saint Paul Urban Renewal Historic District borders the east side of Jackson Street; contributing buildings along Jackson Street include the Farm Credit Services Building (375 Jackson St.) and Warren E. Burger Federal Building Federal Courthouse (316 N. Robert St.). The Produce Exchange Bank Building at 523 Jackson Street has been determined NRHP-eligible (2002). See Section 4.0 for further discussion of Jackson Street.

Figure 6. The Railroad and Bank Building (1916), at 180 E. 5th Street (between Jackson and Sibley Streets), is a contributing property in the Lowertown local and NRHP Historic District.

3.2.2 10th Street/11th Street

As noted above, the Produce Exchange Bank Building at 523 Jackson Street has been determined NRHP-eligible (2002). The O'Donnell Shoe Company at 509 Sibley (southeast corner of E. 10th Street) is listed on the NRHP (2009). Both properties are eligible for local designation.

3.3.3 Wabasha Street

NRHP-listed properties on Wabasha Street include the Germania Bank Building (6 W. 5th St.), Fitzpatrick Building (465-67 Wabasha St.), and Sam S. Shubert Theater (10 E. Exchange/488 Wabasha St.). The Saint Paul Urban Renewal Historic District, which has been determined NRHP-eligible, centers at Wabasha Street and contributing properties include Victory Parking Ramp (354 Wabasha St.), Northern States Power (360 Wabasha St.), Osborn Building/Ecolab

[7] 36 CFR Part 800-"Protection of Historic Properties incorporating amendments effective August 5, 2004;" see http://www.achp.gov/work106.html.

[8] Minnesota Statutes 138.661-669. Duties of State in Regard to Historic Properties.

(370 Wabasha St.), Capital Centre Building/Ecolab (366 Wabasha St.) and Dayton's Department Store (411 Cedar St.).

3.3.4 St. Peter Street

NRHP-listed or HPC-designated properties located long the east side of St. Peter Street include the Hamm Building (408 St. Peter St.; NRHP), Vatar Rhein Hotel (448 St. Peter St.; HPC designated) and Gebhard Eck Hotel and Saloon (444 St. Peter St.; HPC designated). The NRHP-listed Saint Paul Women's City Club (305 N. St. Peter St.), which is also individually designated as a Saint Paul Heritage Preservation Site, and the NRHP-listed Mickey's Diner (36 W. 7th St.), also individually designated as a Saint Paul Heritage Preservation Site, are on the west side of Saint Peter Street. The Saint Paul Hotel (363 St. Peter St.) is NRHP-eligible.

3.3.5 4th Street

A number of individually listed properties are situated along 4th Street between St. Peter and Jackson Streets; they include the Commerce Building (10 E. 4th St., NRHP), Minnesota Building (42-48 E. 4th St., NRHP), Pioneer and Endicott Buildings (332 Robert St., both NRHP and local historic preservation sites), and Saint Paul Union Depot (214 E. 4th St., NRHP). The Union Depot is also protected by a historic preservation covenant (2011).[9]

The First Farmers and Merchants Bank (332 Minnesota St.) is eligible for the NRHP. The NRHP-eligible, Saint Paul Urban Renewal District encompasses 4th Street and contributing buildings include the Degree of Honor (325 Cedar St.) and the Victory Parking Ramp (354 Wabasha St.). Contributing properties may also be eligible for local designation.

The Saint Paul City Hall-Ramsey County Courthouse (15 W. Kellogg Blvd., NRHP and locally-designated), Northwestern Bell Telephone Company (70 W. 4th St.; 1935 portion eligible) and the Saint Paul Public Library (80-90 W. 4th St., NRHP-listed and locally-designated) have facades fronting Kellogg and 4th St. The Robert Street Bridge (#9036) is listed in the NRHP.

3.3.6 Kellogg Boulevard

A 1999 study recommended that Kellogg Boulevard—including the roadway, ramps, Third Street Esplanade (Mall, Kellogg Park), and balustrades—was not eligible for the NRHP. Kellogg Boulevard between St. Peter and Jackson Streets, however, has a number of individually listed properties and includes a portion of the NRHP-eligible Saint Paul Urban Renewal Historic District. NRHP-listed properties include U.S. Post Office and Custom House (180 E. Kellogg Blvd.). Previously noted properties are the Saint Paul City Hall-Ramsey County Courthouse (15 W. Kellogg Blvd., NRHP), Northwestern Bell Telephone Company (70 W. 4th St., 1935; portion eligible), Saint Paul Public Library (80-90 W. 4th St, NRHP-listed and locally-designated), and the Saint Paul Union Depot (214 E. 4th St., NRHP-listed). The Saint Paul Women's City Club (305 N. St. Peter St.), at the northwest corner of Kellogg Blvd. and St. Peter St., is individually listed on the NRHP. The Saint Paul Urban Renewal Historic District is NRHP-eligible and borders Kellogg Boulevard. Contributing properties include the Saint Paul Hilton/Crowne Plaza (11 E. Kellogg Blvd.), YWCA/Wellstone Elementary (65 E. Kellogg Blvd.), Kellogg Square (111 E. Kellogg Blvd.), and the Warren E. Burger Federal Building (316 N. Robert St.). The Farwell, Ozmun and Kirk Co. Building (160 E. Kellogg Blvd.) is individually eligible for the NRHP. It is also eligible for local designation.

[9] On file, Minnesota State Historic Preservation Office, St. Paul.

3.3.7 Washington Street

Washington Street between Kellogg Blvd. and St. Peter Street edges Rice Park and the Minnesota Club. Several studies have recommended local heritage preservation designation or NRHP-eligibility for the Rice Park Historic District. HPC and SHPO concurrence has not been determined at this time, however.[10] The Old Federal Courts Building, located at the intersection with 5th Street, is listed on the NRHP and is a locally designated heritage preservation site.

3.3.8 Capitol Approach

The bikeway route between St. Peter Street and John Ireland Boulevard passes along the south edge of the Minnesota State Capitol Mall Historic District (NRHP and DOE-NRHP; see University Avenue, Table 1, Appendix).[11]

3.4 Historic Contexts

Historic contexts previously developed for downtown Saint Paul assist in evaluating properties for historic significance and in determining historic integrity. Historic contexts applicable to the study area include "Downtown Saint Paul," 1849-1975."[12] Most previous evaluation studies cited in this report, 1998-2013, include context development. Certain properties are also related to the statewide contexts, "Railroads and Agricultural Development, 1870-1940," "Urban Centers, 1870-1940, and the Multiple Property Documentation Form, "Railroads in Minnesota 1852-1956." John Anfinson's *River of History: Historic Resources Study of the Mississippi National River and Recreation Area* (2003) outlines other river corridor themes and contexts.[13] The contexts also provide information for development of interpretive and wayfinding plans for bikeway users and the general public.

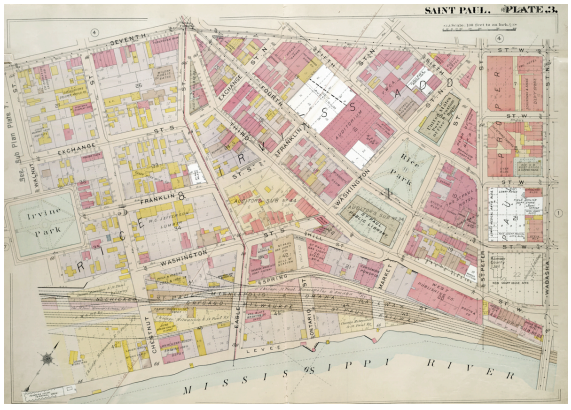


Figure 7. A portion of the bikeway study area, including Rice Park, as shown in 1916 (G.M. Hopkins).

[10] Carole Zellie and Garneth Peterson, "Rice Park Historic District Study." Prepared by Landscape Research and BRW/URS for the St. Paul Heritage Preservation Commission, 2001; Andrew Schmidt, et al., *Historical Documentation for Rice Park*. Submitted to St. Paul Division of Parks and Recreation by the 106 Group Ltd., 1998.

[11] Betsy H. Bradley, Jenifer L. Bring, Andrea Vermeer. *Phase II Architectural History Investigation for the Proposed Central Transit Corridor, Hennepin and Ramsey Counties, Minnesota.* Submitted to Ramsey County Regional Railroad Authority by the 106 Group Ltd., 2004; Hess, Roise and Company, *Supplemental Historic Property Investigations and Evaluations for CCLRT Project: Minnesota State Capitol Mall Historic District: Evaluation of Approaches and Boundary Delineation.* Submitted by Hess, Roise and Company, 2008.

[12] Carole Zellie and Garneth Peterson, "Historic Context: Downtown St. Paul, 1849-1975." Prepared for the St. Paul Heritage Preservation Commission by Landscape Research and URS, St. Paul, Minnesota, 2001.

[13] Anfinson (2003).

4.0 Summary and Recommendations

4.1 Introduction

This study focused on a review of previously evaluated historic resources along proposed routes for the Capital City Bikeway. As noted in Section 3.1, no APE for historic resources has been developed.

4.1.1 Capital City Bikeway: Inventoried Historic Resource Properties, August 2015

Table 1 (see Appendix) includes properties inventoried and/or evaluated for NRHP eligibility, listed on the NRHP, or locally designated as heritage preservation sites. The current NRHP eligibility status of a few properties around Rice Park could not be determined at this time and further research is required. Properties less than 50 years old have not been inventoried or evaluated for NRHP eligibility.

4.2 HPC and SHPO Review

HPC Review

Proposed bikeway construction may have direct effects on NRHP-listed or eligible properties, or properties also designated as local heritage preservation sites, but there will also be indirect visual effects on some properties. See Sections 4.4- 4.4.2 for discussion of effects. The HPC uses local heritage preservation guidelines and preservation programs to evaluate direct and indirect effects of alterations, rehabilitation, demolition and new construction proposals within the Lowertown Historic District (NRHP) and local Lowertown Heritage Preservation District and for individually designated heritage preservation sites. The guidelines are based on the Secretary of the Interior's *Standards for the Treatment of Historic Properties* (see Section 4.3). The Lowertown Heritage Preservation District Guidelines are included in the Appendix.

Although currently undesignated historic properties may be located on the bikeway route outside the boundaries of the Lowertown Historic District, it should be noted that the "Historic Preservation Plan" contained in the *Saint Paul Comprehensive Plan* (adopted 2010), the City of Saint Paul recommends strengthening the "role of the HPC in all public planning, development, and design processes," and involving "the HPC in the creation and review of plans and projects that affect historic resources," and allowing "the HPC to review and comment on projects involving historic resources as part of the capital improvement budget process."[14] Therefore, HPC consultation and review should be sought early in the bikeway planning process.

SHPO Review

If future project planning or construction potentially involves federal or state funding, effects should also be evaluated with guidance from the Minnesota SHPO. The SHPO uses the *Standards* to review direct and indirect effects on properties reviewed under provisions of Section 106 of the National Historic Preservation Act (NHPA) of 1966. Federally-funded actions involving properties and districts determined eligible or listed on the NRHP, including those not locally designated, may require review. Section 106 requires federal agencies or their applicants to take into account the effects of their undertakings on historic structural and archaeological properties. The Section 106 process must be completed prior to spending federal funds or issuing a federal

[14] Historic Preservation Plan," *Saint Paul Comprehensive Plan* (2010), HP 8.

license or permit for the undertaking. The process must be conducted according to federal regulations in 36 CFR Part 800.[15] As noted in Section 3.2, certain properties may also be subject to review under the provisions of the Minnesota Historic Sites Act.[16]

4.3 Standards for the Treatment of Historic Properties

The *Standards* can be applied to all types of properties, including landscapes and roadways:

1. A property will be used as it was historically, or be given a new use that maximizes the retention of distinctive materials, features, spaces, and spatial relationships. Where a treatment and use have not been identified, a property will be protected and, if necessary, stabilized until additional work may be undertaken.
2. The historic character of a property will be retained and preserved. The replacement of intact or repairable historic materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Work needed to stabilize, consolidate, and conserve existing historic materials and features will be physically and visually compatible, identifiable upon close inspection, and properly documented for future research.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. The existing condition of historic features will be evaluated to determine the appropriate level of intervention needed. Where the severity of deterioration requires repair or limited replacement of a distinctive feature, the new material will match the old in composition, design, color, and texture.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

4.4 Adverse Effect

As noted above, determination of adverse effect may also include indirect visual effects. Section 106 regulations (36 CFR § 800) define an adverse effect as one that occurs when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the NRHP in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Consideration shall be given to all qualifying characteristics of a historic property, including those that may have been identified subsequent to the original evaluation of the property's eligibility for the NRHP. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance or be cumulative (36 CFR § 800.5(a)(1)). An adverse effect includes the introduction of visual, atmospheric or audible elements that diminish the integrity of the property's significant historic features (36 CFR § 800.5(a)(2)(v)).

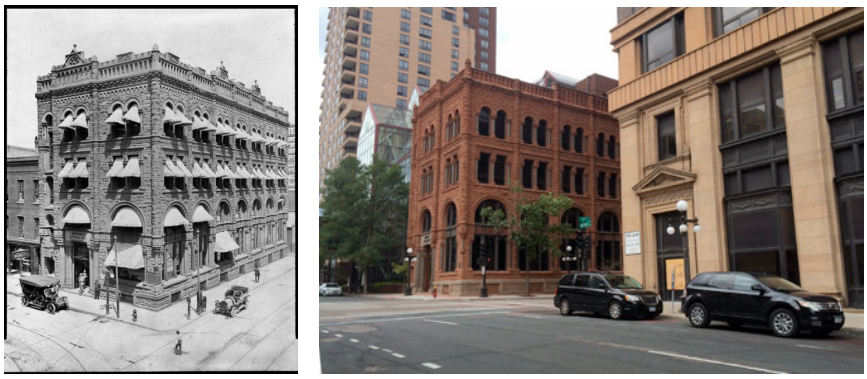
[15] 36 CFR Part 800, http://www.achp.gov/work106.html.

[16] Minnesota Statutes 138.661-669. Duties of State in Regard to Historic Properties.

4.4.1 Jackson Street Bikeway Example

Current plans place the bikeway on the west side of Jackson Street; the east side is within the Lowertown Historic District (NRHP). The district is also locally designated and is subject to HPC review (and possibly SHPO review if federal or state funds are involved in planning or construction). However, construction may involve reconstruction of both sides of the street, extending from building face to building face.

Moving the curb line and resultant sidewalk-width changes appear to be the most consistent proposed design change adjacent to the Lowertown Historic District and along bikeway routes adjacent to other locally-designated or NRHP-eligible properties. Potential changes also include removal of travel and parking lanes, and/or narrowing of travel lanes. On Jackson Street, the east-side curb line may be moved to provide additional space for wider sidewalks and plantings (Figure 10). Historically, although the width of the street—spanning from historic building face to historic building face—has remained intact along the route, some sidewalk and street widths may have been altered at various times. New construction has also altered the uniform setback pattern. Obstruction of views of historic properties by new wayfinding structures, street furniture, or other features, however, might be among those evaluated as indirect visual effects. New structures such as trellises should be placed in areas where they do not conflict with historic properties (Figure 11).



ca. 1910 *2015*

Figure 8. The McColl Building (1892), at 366-68 Jackson St. (opposite the Railroad and Bank Building, 1916, at right), is individually listed in the NRHP and is a contributing property in the Lowertown Heritage Preservation District. The district is also listed in the NRHP.

1915 *2015*

Figure 9. Looking north on Jackson at the Produce Exchange Bank Building, 523 Jackson Street. The former bank and office building presided over the Farmer's Market at E. 10th and Jackson Streets. It is NRHP-eligible.

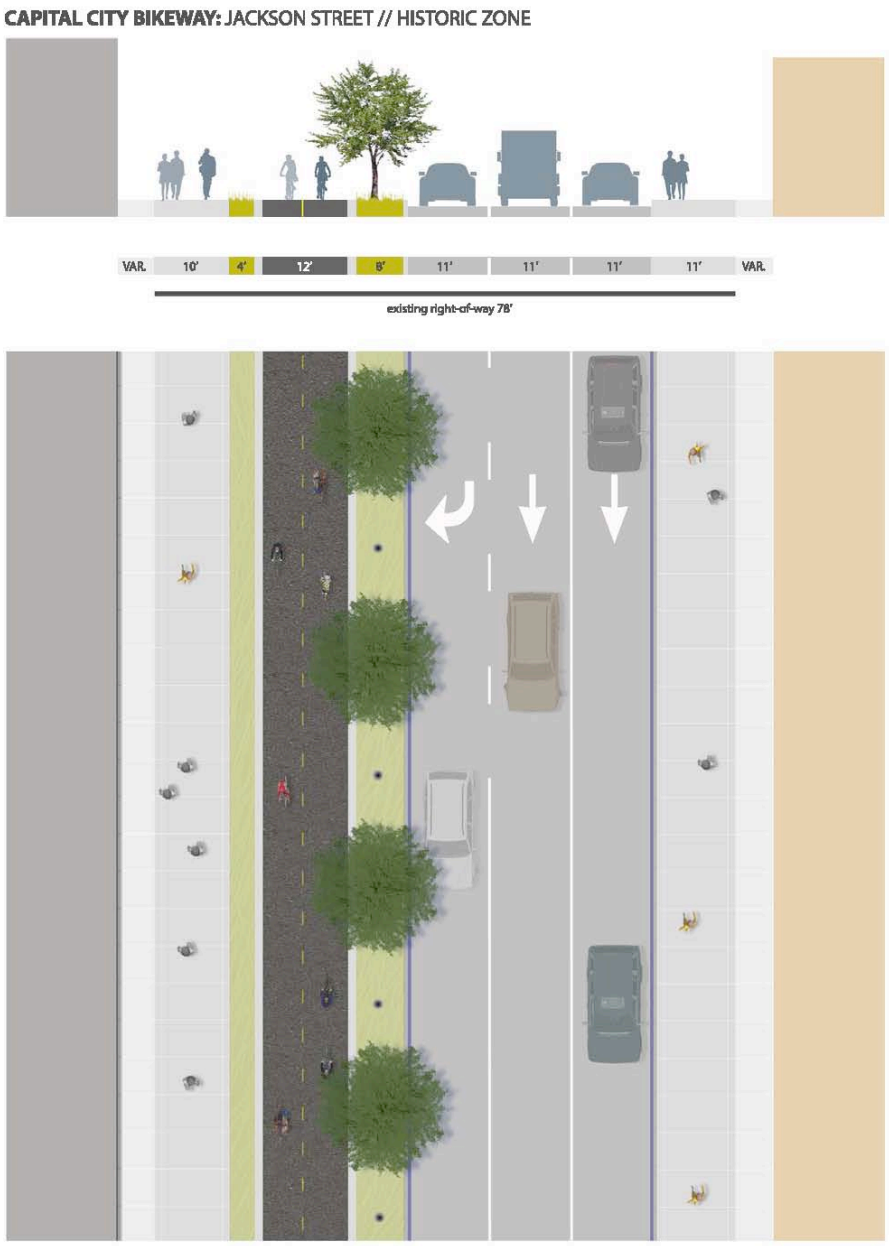


Figure 10. Capital City Bikeway, Jackson Street/Historic Zone (Toole 8/2015).

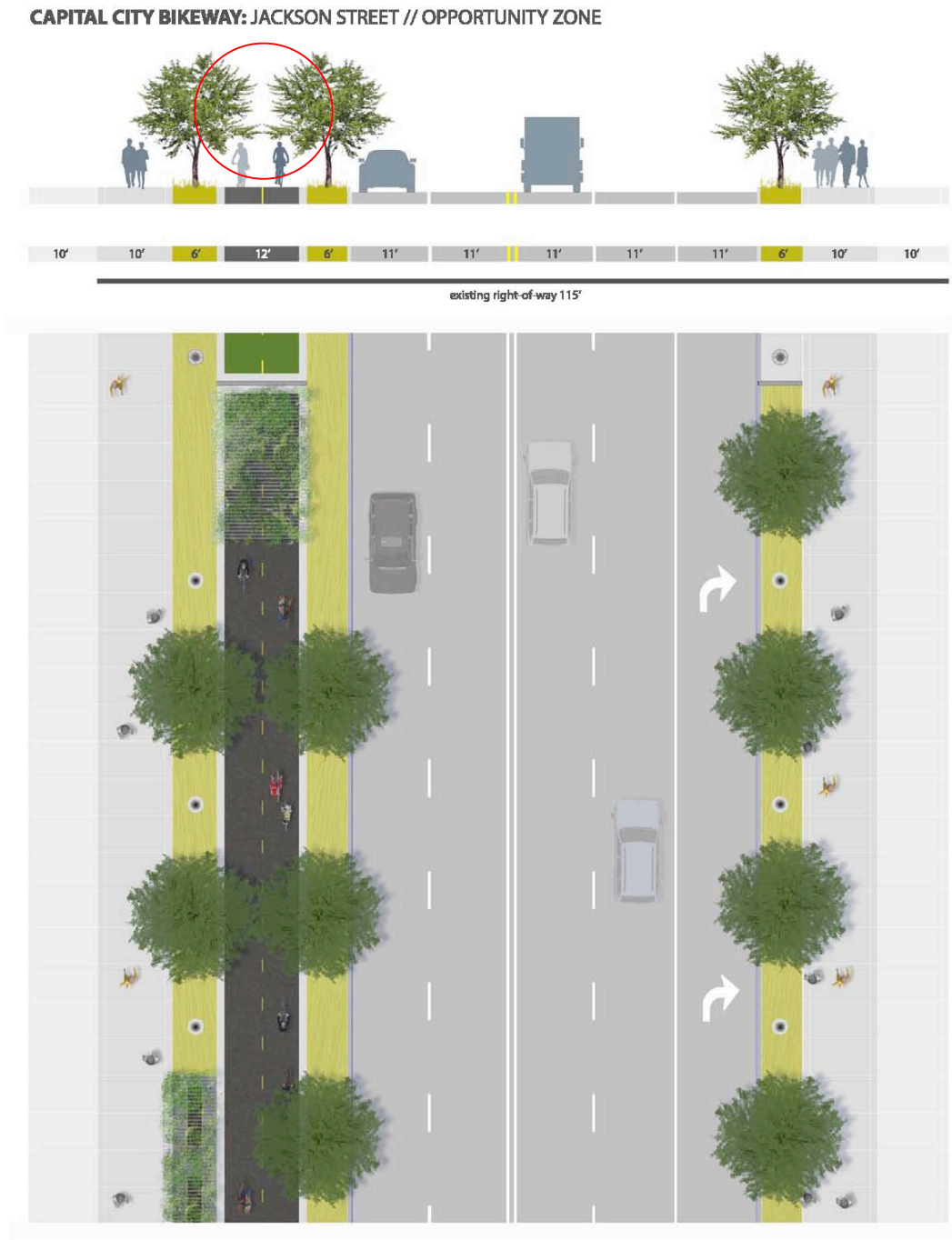


Figure 11. Capital City Bikeway, Opportunity Zone, north of Lowertown (Toole 8/2015). Note trellis at circle in cross-section.

4.4.2 Visual Effect

Discussion of visual effects along the bikeway has several components, including obstructive effect and obstruction of a historic property. Visual effect is present when the proposed object is viewable from a historic property. A visual effect may be beneficial or adverse and may affect the historic property in an aesthetic or obstructive manner. The determination that a visual effect exists does not automatically imply that the effect is adverse.[17]

An adverse visual effect occurs when the undertaking's visual impact has a negative effect on the historic property as determined through the aesthetic effects and obstructive effects:

> Obstructive effect. An obstructive effect occurs when the proposed project obstructs any part of a historically significant property or scenic view from the viewpoint of the historic property. Adverse obstructive effects on historic properties are those that obstruct in whole or part of the property and that cause a diminishment of the property's historic character and integrity.
>
> Obstruction of a historic property. The project might obstruct the historic property from being viewed from the project site or other area. If the historic property is visually appreciated from surrounding viewpoints, obstructing its view may affect its feeling, setting, location, or association.

Adverse visual effects are those that diminish the property's integrity, which negatively affects its historic significance and hence its eligibility for listing in the NRHP. Additions to buildings listed on or eligible for the NRHP and other types of construction introduced to a landscape may cause adverse visual effects to surrounding properties. Adverse visual effects may be caused by a change in aesthetic values or by obstruction of views.

4.4.3 Recommendations

The proposed bikeway routes cross downtown Saint Paul's downtown core, and are edged by many historic properties listed on the NRHP and/or designated as Saint Paul Heritage Preservation Sites. Following additional evaluation, others may be determined eligible. As discussed above, planning for alteration of existing street features, new building construction, or building alterations should be evaluated for direct and indirect effects to historic properties.

As suggested by Table 1 and related NRHP nominations and designation studies, the histories of the many significant properties along the proposed routes will contribute to future interpretation and placemaking, and also offer opportunities to interpret lost landmarks and downtown spaces.

[17] 36 CFR Part 800, http://www.achp.gov/work106.html.

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Newspapers

Minneapolis Daily Tribune
Minneapolis Tribune
St. Paul Globe
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Appendix

Table 1. Previously-Inventoried Historic Resource Properties, 2015
Table 2. Saint Paul Heritage Preservation Sites and Districts in Capital City Bikeway Project Area
Lowertown Heritage Preservation District Map and Guidelines (local/NRHP)
Saint Paul Urban Renewal Historic District Boundary (DOE/NRHP)
Saint Paul Union Depot Expanded Boundary, 2014
Lowertown NRHP Boundary, 1984

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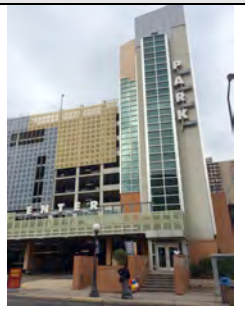
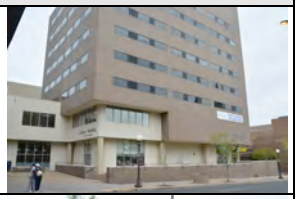
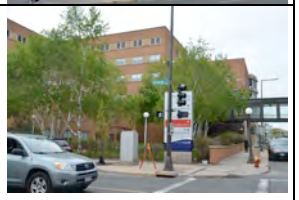
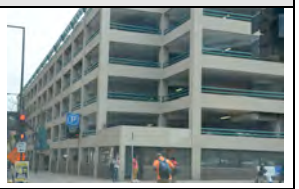
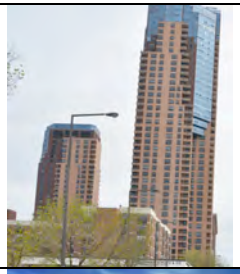
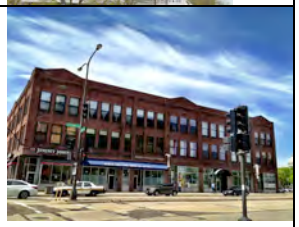
Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
Cedar St.						
Not assigned	World Trade Center Ramp	477 Cedar St.	1987, 1998	HGA	Not evaluated-less than 50 years.	
Constitution Ave.						
RA-SPC-0229	Minnesota State Capitol	75 Constitution Ave.	1896-1905	Cass Gilbert	NRHP, 1972	
Exchange St.						
Not assigned	Gallery Professional Building	17 W. Exchange St.	1978		Not evaluated, less than 50 years.	
Not assigned	St. Joseph's Hospital	69 W. Exchange St.	1922, 1960s, 2008	John W. Wheeler (1922)	Not evaluated.	

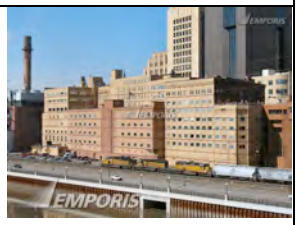
Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
Not assigned	Exchange Hi Rise	10 W. Exchange	1972		Not evaluated-less than 50 years.	
RA-SPC-5451	Sam S. Shubert Theater and Building/Fitzgerald Theater and Condominiums	10 E. Exchange, 488 Wabasha St.	1910	Marshall and Fox (theater), Buechner and Orth (building)	NRHP, 2010. Eligible for local designation.	
Jackson St.						
Not assigned	Jackson Street Ramp	345 Jackson St.			Not evaluated-less than 50 years.	
RA-SPC-1979	Merchants National Bank/ McColl Building/Brooks Building	366-68 Jackson St.	1892	Edward Bassford	NRHP 1974, in Lowertown Heritage Preservation District and individually designated as Saint Paul Heritage Preservation Site.	

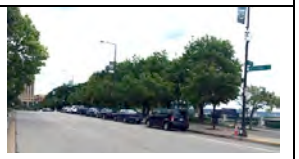
Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
RA-SPC-6901	Farm Credit Services Building	375 Jackson St.	1967, 1980	Bergstedt Wahlberg and Wold/Winsor Faricy Architects	Determination of Eligibility (DOE) as NRHP eligible, Saint Paul Urban Renewal NRHP Historic District. Eligible for local designation.	
Not assigned	Cray (Galtier) Plaza	380 Jackson St., 175 East 5th St.	1986	Miller, Hanson, Westerbeck and Bell	Not evaluated-less than 50 years; in Lowertown Heritage Preservation District.	
RA-SPC-6330	Produce Exchange Bank Building	523 Jackson St.	1915		DOE as NRHP eligible. Eligible for local designation.	
Kellogg Blvd.						
Not assigned	River Centre Parking Ramp	150 W. Kellogg Blvd.			Not evaluated-less than 50 years.	
Not assigned	Kellogg Parking Ramp	129 W. Kellogg Blvd.			Not evaluated-less than 50 years.	

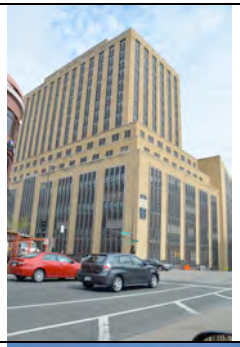
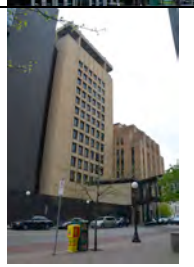
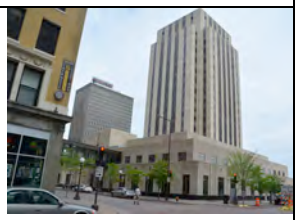
Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
Not assigned	Science Museum of Minnesota	120 W. Kellogg Blvd.	2000	Ellerbe Becket	Not evaluated-less than 50 years.	
Not assigned	River Centre Parking Ramp	150 W. Kellogg Blvd.			Not evaluated-less than 50 years.	
Not assigned	Kellogg Parking Ramp	129 W. Kellogg Blvd.			Not evaluated-less than 50 years.	
Not assigned	District Energy St. Paul Inc./Hans O. Nyman Energy Center	76 W. Kellogg Blvd.	ca. 1920; 1983, 2003	Ellerbe Becket (2003)	Not evaluated.	
RA-SPC-4529	West Publishing/Ramsey County Government Center West	50 W. Kellogg Blvd.	1886, 1911, 1940s	J. Walter Stevens, Reed and Stem	No updated evaluation since Historic Sites Survey, 1981.	

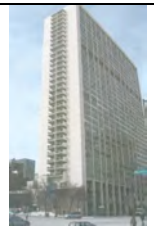
Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
Not assigned	Kellogg Boulevard	W. 7th Street to Mounds Boulevard	1928-1937	George H. Herrold, Engr., City of Saint Paul	Recommended not NRHP-eligible (106 Group Ltd. 1999); not evaluated for engineering significance.	
Not assigned	Kellogg Mall Park-Cultural Community Park/Chapel Site	Kellogg Blvd. and Wabasha St.	1931, 1989	Cliff Garten (1981) at Chapel Site	Recommended not NRHP-eligible (106 Group Ltd. 1999); not evaluated for engineering significance.	
RA-SPC-3177	Bridge No. 9036/Robert Street Bridge	Kellogg Blvd. at Robert Street	1926	Toltz, King and Day	NRHP, 1989. Eligible for local designation.	
RA-SPC-4516	Union Pacific Lift Bridge/Chicago Great Western Bridge	Near Kellogg Blvd. and Robert Street	1913, 1925	L.C. Fritch and C. Chandler, Waddell and Harrington	Not evaluated	
RA-SPC-4517	Farwell, Ozmun and Kirk Co./Ramsey County Gov. Center East	160 E. Kellogg Blvd.	1905, 1992	Louis Lockwood/ Winsor Faricy Architects	DOE as NRHP-eligible, Union Depot Phase I/II (106 Group Ltd. 2007). Eligible for local designation.	

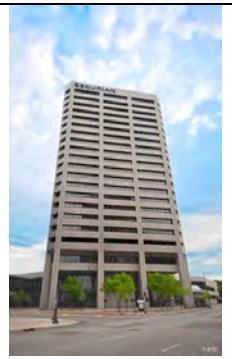
Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
RA-SPC-4518	U.S. Post Office and Custom House	180 E. Kellogg Blvd.	1934, 1939	Bassindale, Lambert, Ellerbe and Company, Holabird & Root, Louis A. Simon	NRHP, 2014. Eligible for local designation.	
Not assigned	Xcel Energy Center	199 W. Kellogg Blvd.	2000	HOK Sports Facilities Group	Not evaluated-less than 50 years.	
Not assigned	River Centre	175 W. Kellogg Blvd.	1998	HGA	Not evaluated-less than 50 years.	
RA-SPC-4530, 4531. 4532	Northwestern Bell Telephone Company/Qwest/Tri-State Telephone Company	59 W. Kellogg Blvd./70 W. 4th St.	1935, 1965, 1978	Clarence Johnston Jr./ Ellerbe Associates	DOE for 1935 building as NRHP- eligible, additions not eligible. DOE as contributing to Rice Park Historic District (local; Zellie and Peterson 2001).	
RA-SPC-4528	St. Paul City Hall-Ramsey County Courthouse	15 W. Kellogg Blvd.	1932	Holabird and Root with Ellerbe Architects	NRHP, 1983; Saint Paul Heritage Preservation Site, 1979.	

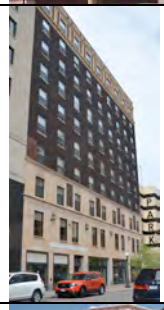
Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
RA-SPC-4527	Ramsey County Adult Detention Center	12-14 W. Kellogg Blvd.	1980	Wold Association and Gruzen Associates	Not evaluated, less than 50 years.	
RA-SPC-8090	St. Paul Hilton/ Crowne Plaza-Riverfront	11 E. Kellogg Blvd.	1966, 1996	William Tabler / Winsor Faricy Architects	DOE as NRHP eligible, Saint Paul Urban Renewal NRHP Historic District. Eligible for local designation.	
RA-SPC-8110	Parking Ramp-People's Bank	45 E. Kellogg Blvd.	2001		Non-contributing, Saint Paul Urban Renewal NRHP Historic District.	
RA-SPC-8091	YWCA/Creative Arts Secondary School/Paul and Sheila Wellstone Elementary School	65 E. Kellogg Blvd.	ca. 1910, 1961, 1988	Grover Dimond Assoc. (1961)	DOE as NRHP eligible, Saint Paul Urban Renewal NRHP Historic District. Eligible for local designation.	
RA-SPC-8092	Kellogg Square Apartments	111 E. Kellogg Blvd.	1970	Convention Center Architects	DOE as NRHP eligible, Saint Paul Urban Renewal NRHP Historic District. Eligible for local designation.	

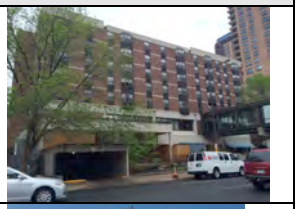
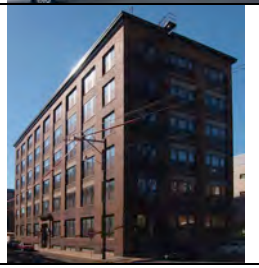
Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
RA-SPC-8094	Kellogg Square Townhouses	111 E. Kellogg Blvd.	1973	Convention Center Architects	DOE as NRHP eligible, Saint Paul Urban Renewal NRHP Historic District. Eligible for local designation.	
RA-SPC-8093	Kellogg Square Parking Ramp/Capital City Ramp	111 E. Kellogg Blvd.	1970	Convention Center Architects	DOE as NRHP eligible, Saint Paul Urban Renewal NRHP Historic District. Eligible for local designation.	
Robert St.						
RA-SPC-3166	Warren E. Burger Federal Building- U. S. Courthouse	316 N. Robert St.	1961, 1969	Walter Butler Co. Haarstick Lundgren and Assoc.	DOE as NRHP eligible, Saint Paul Urban Renewal NRHP Historic District. Eligible for local designation.	
Not assigned	Minnesota Mutual Life Insurance/Securian	400 N. Robert St.	1982, 2000	Architectural Alliance, BWBR Architects	Not evaluated-less than 50 years.	

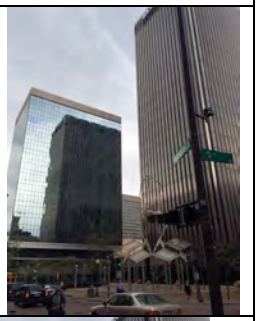
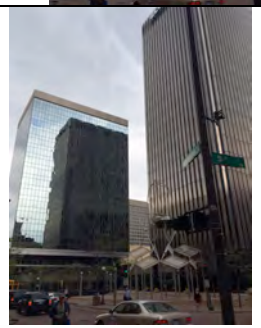
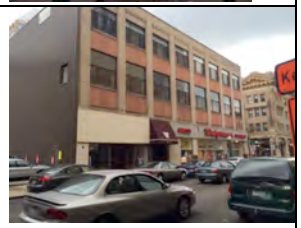
Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
St. Peter St.						
RA-SPC-3490	Saint Paul Women's City Club	305 N. St. Peter St.	1931	Magnus Jemne	NRHP, 1982; Saint Paul Heritage Preservation Site 1979.	
RA-SPC-3492	Lowry Medical Arts Building	350 St. Peter St.	1912	Kees and Colburn	Not NRHP eligible.	
RA-SPC-3495	Hamm Building	408 St. Peter St.	1915-20	Toltz, King and Day	NRHP, 1997. Eligible for local designation. Recommended locally eligible, Rice Park Historic District Study, (Zellie and Peterson, 2001).	
RA-SPC-3497	Vatar Rhein Hotel	448 St. Peter St.	1858	Weisen and Fischer	Saint Paul HPC Heritage Preservation Site.	
RA-SPC-3496	Gebhard Eck Hotel & Saloon	444 St. Peter St.	1884	Augustus Gauger	Saint Paul HPC Heritage Preservation Site.	

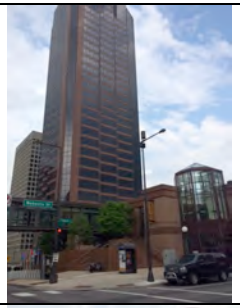
Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
RA-SPC-3493	Saint Paul Hotel	363 St. Peter St.	1910	Reed and Stem	Not NRHP eligible (Rice Park Study, 106 Group Ltd. 1998). Recommended locally eligible, Rice Park Historic District Study, (Zellie and Peterson, 2001).	
Not assigned	Landmark Towers/Amhoist Building	345 St. Peter St.	1983	BRW Architects	Not evaluated, less than 50 years.	
RA-SPC-3502	Colonnade Hotel	532-544 St. Peter St.	1889	Hodgson and Stem	Not evaluated.	
Not assigned	1-story brick commercial/Dominos	477 St. Peter St.			Not evaluated, less than 50 years.	
Sibley St.						
Not assigned	Mears Park Place Apartments	401 Sibley St.	1978	BWBR Architects	Not evaluated-less than 50 years. In Lowertown Heritage Preservation District.	
RA-SPC-	O'Donnell Shoe Company	509 Sibley St.	1914		NRHP, 2009. Eligible for local designation.	

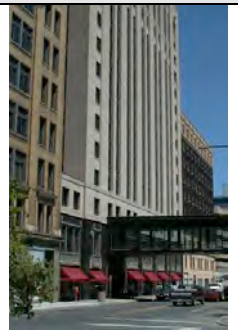
Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
Wabasha St.						
Not assigned	Lawson Commons	375 Wabasha St.	1999	BWBR Architects	Not evaluated- less than 50 years.	
RA-SPC-8100	Osborn Building/Ecolab with Osborn Plaza	370 Wabasha St.	1968	Bergstedt Wahlberg and Wold	DOE as NRHP eligible, in Saint Paul Urban Renewal NRHP Historic District. Eligible for local designation.	
RA-SPC-8102	Capital Centre Building/Ecolab	366 Wabasha St.	1973	Grover Dimond Associates	DOE as NRHP eligible, in Saint Paul Urban Renewal NRHP Historic District. Eligible for local designation.	
RA-SPC-5459, RA-SPC-5460	Commercial Building Thompson Building/ Walgreens	421, 425 Wabasha St.	1910		Not evaluated.	

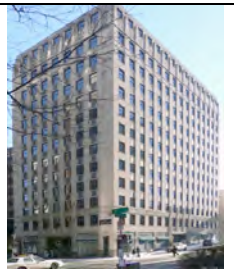
Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
RA-SPC-8095	Dayton's Department Store	4th and Wabasha St. (411 Cedar St.)	1963	Victor Gruen and Associates	DOE as NRHP eligible, in Saint Paul Urban Renewal NRHP Historic District.	
Not assigned	Minnesota World Trade Center/Wells Fargo Plaza	430 Wabasha St.	1987	WZMH Group and Winsor Faricy Architects	Not evaluated-less than 50 years.	
RA-SPC-5450	Fitzpatrick Building	465-467 Wabasha St.	1890	Thomas Fitzpatrick	NRHP, 1990. Eligible for local designation.	
Not assigned	St. Paul-Ramsey Arts and Sciences Center/Science Museum/Scientology McNally School of Music	505 Wabasha St./ 30 E. 10th St.	1964, 1978	Ellerbe Associates	Not evaluated-less than 50 years.	

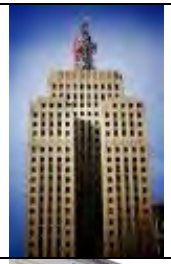
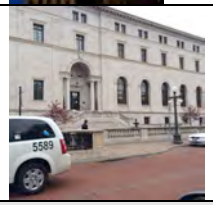
Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
Not assigned	St. Paul Public Housing Agency Central Offices (earlier addition 545 Wabasha St- date unknown)	555 Wabasha St.	2004	HGA	Not evaluated-less than 50 years.	
Washington St.						
RA-SPC-5485	Minnesota Club	317 Washington St.	1915	Clarence Johnston	DOE as contributing to Rice Park Historic District (local; Zellie and Peterson 2001).	
Not assigned	St. Paul Companies/Travelers Companies	385 Washington St.	1991	Kohn Pedersen Fox with Architectural Alliance	Not evaluated-less than 50 years.	
E & W. 4th St.						
RA-SPC-5242	Lowry Medical Building/ City Hall Annex	15-27 W. 4th St.	1932	Clarence Johnston	Not NRHP eligible.	

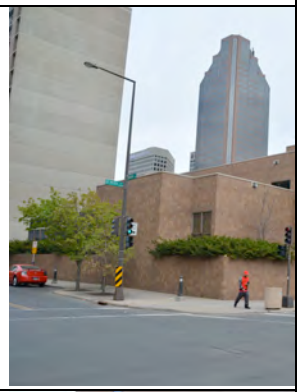
Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
RA-SPC-5220	Commerce Building	10 E. 4th St.	1912	Hermann Kretz	NRHP, 2007. Eligible for local designation.	
RA-SPC-8111	Capital City Plaza Parking Ramp	50 E. 4th St.	2001		Non-contributing in the Saint Paul Urban Renewal NRHP Historic District.	
RA-SPC-5222	Minnesota Building	42-48 E. 4th St.	1929	Charles Hausler	NRHP, 2009. Eligible for local designation.	
RA-SPC-5223/3167/3169/6903	Pioneer and Endicott Buildings	141 E. 4th St.	1889	Cass Gilbert, James Knox Taylor	NRHP, 1974; Saint Paul Heritage Preservation site, 1979.	

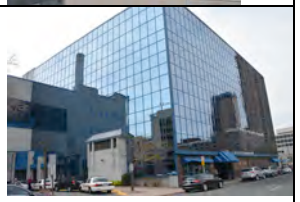
Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
RA-SPC-3168	First Farmers and Merchants Bank	4th and Robert Sts., 332 Minnesota St.	1916, 1931, 1971	Jarvis Hunt (1916), Graham Anderson Probst and White (1931), Haarstick Lundgren and Associates (1971)	DOE NRHP eligible in Saint Paul Urban Renewal NRHP Historic District. Eligible for local designation.	
RA-SPC-5245	St. Paul Public Library/James J. Hill Reference Library	80-90 W. 4th St.	1917	Electus Litchfield	NRHP, 1975; Saint Paul Heritage Preservation Site, 1979.	
W. 5th St.						
RA-SPC-5266	Old Federal Courts Building /Landmark Center	75 W. 5th St.	1892-1902	Willoughby J. Edbrooke	NRHP, 1969; Saint Paul Heritage Preservation site, 1979.	
RA-SPC-5444	Germania Bank Building	4-6 W. 5th St.	1889	J. Walter Stevens	NRHP, 1977; Saint Paul Heritage Preservation Site, 1979.	
RA-SPC-5246	Railroad and Bank Building/180 E. 5th St. /First Trust Center	180 E. 5th St.	1916	Charles Frost	NRHP, in Lowertown Historic District; also in Lowertown Heritage Preservation District.	

Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
E. and W. 7th St.; 7th Place						
Not assigned	Minnesota Children's Museum	10 W. 7th St.	1995	James/Snow Architects with Architectural Allliance	Not evaluated-less than 50 years.	
Not assigned	Ramsey County Juvenile and Family Justice Center	25 W. 7th St.	2000	Wold Architects	Not evaluated, less than 50 years.	
RA-SPC-5420	Mickey's Diner	36 W. 7th St.	1937	Jerry O'Mahoney Co. prefab.	NRHP 1983, Saint Paul HPC Heritage Preservation Site, 1984.	
RA-SPC-5360	New Palace Theater, Orpheum Theater, St. Francis Hotel	W. 7th Pl.	1916	Buechner and Orth	DOE, NRHP. Eligible for local designation.	

Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
Not assigned	Lethert Skwira Schultz & Co. LLP	170 E. 7th Pl.	ca. 1975		Not evaluated-less than 50 years.	
Not assigned	Emporium Department Store/Metro Square	121 E. 7th Pl.	1911, 1987	Ellerbe Associates (1987)	Historic building façade under 1987 cladding.	
Not assigned	Block 19 Parking Ramp	145 E. 7th St.	2004	Collaborative Design Group	Not evaluated-less than 50 years.	
E. &W. 10th St.						
Not assigned	Embassy Suites	175 E. 10th St.	1983	Arthur Valdez and Co.	Not evaluated-less than 50 years.	
Not assigned	Gallery Tower	26 W. 10th St.	1981	Hodne Stageberg	Not evaluated – less than 50 years.	

Capital City Bikeway / Previously-Inventoried Historic Resource Properties: December 2015 (Draft)

SHPO Inventory	Property Name Historic/Current	Address	Date	Architect/Engineer	NRHP/HPC Evaluation	Photo
E. 11th Street						
RA-SPC-5426	Public Safety Building	100 E. 11th St.	1930	Francis Tewes, St. Paul City Architect	Façade only preserved in 2014 Penfield redevelopment.	
Historic Districts						
RA-SPC-5616	Minnesota State Capitol Mall Historic District (DOE-NRHP) Includes State Capitol Power Plant (RA-SPC-5619)	University Ave. and Robert St.	1896-1905		DOE, NRHP (106 Group Ltd., 2004)	
RA-SPC-4580	Lowertown Historic District	Roughly bounded by Kellogg Boulevard, Broadway, 7th and Jackson Streets	1890s-1910	various	NRHP Lowertown Historic District, 1983. Locally designated Lowertown Heritage Preservation District, 1984.	
RA-SPC-	Saint Paul Urban Renewal NRHP Historic District	Roughly bounded by Kellogg, Wabasha, 6th, and Jackson Streets	1955-1974	various	DOE, NRHP 2008.	
RA-SPC-	Rice Park Historic District	Including Rice Park and roughly bounded by Kellogg, property lines east of Washington Street, W. 6th Street, and St. Peter Street.	1849-1936	various	Recommended locally eligible, Rice Park Historic District Study, (Zellie and Peterson, 2001).	

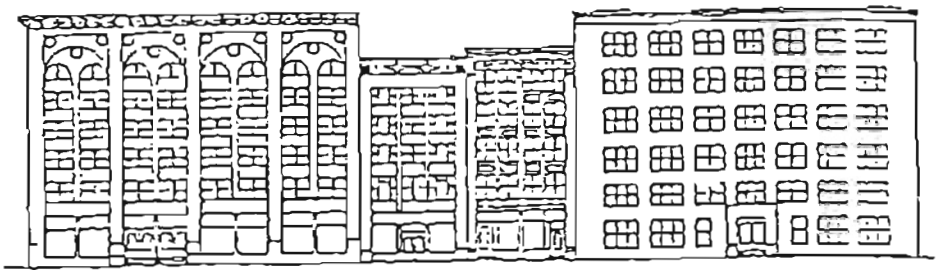
Table 2. Saint Paul Heritage Preservation Sites and Districts in Capital City Bikeway Project Area

SHPO Inventory #	Name	Address	Date	Architect/ Builder	NRHP/ HPC Status
RA-SPC-4580	Lowertown Historic District	Roughly bounded by Kellogg Boulevard, Broadway, 7th and Jackson Streets	1890s-1910	various	Locally-designated Lowertown Heritage Preservation District, 1984; NRHP Lowertown Historic District, 1983 (boundaries differ)
RA-SPC-5223/3167/ 3169/6903	Pioneer and Endicott Buildings	141 E. 4th St.	1889	Cass Gilbert, James Knox Taylor	NRHP, 1974; Saint Paul Heritage Preservation Site, 1979.
RA-SPC-5245	St. Paul Public Library/James J. Hill Reference Library	80-90 W. 4th St.	1917	Electus Litchfield	NRHP, 1975; Saint Paul Heritage Preservation Site, 1979. DOE as contributing to Rice Park Historic District (local).
RA-SPC-5444	Germania Bank Building	4-6 W. 5th St.	1889	J. Walter Stevens	NRHP, 1977; Saint Paul Heritage Preservation Site, 1979.
RA-SPC-5266	Old Federal Courts Building (Landmark Center)	75 W. 5th St.	1892-1902	Willoughby J. Edbrooke	NRHP, 1969; Saint Paul Heritage Preservation Site, 1979.
RA-SPC-1979	Merchants National Bank/ McColl Building/Brooks Building	366-68 Jackson St.	1892	Edward Bassford	NRHP 1974, individually designated as Saint Paul Heritage Preservation Site, 1979. In NRHP Lowertown Historic District, 1983; Lowertown Heritage Preservation District, 1984.
RA-SPC-4528	St. Paul City Hall-Ramsey County Courthouse	15 W. Kellogg Blvd.	1932	Holabird and Root with Ellerbe Architects	NRHP, 1983; Saint Paul Heritage Preservation site, 1979.

Lowertown Heritage Preservation District

LOWERTOWN HERITAGE
PRESERVATION DISTRICT

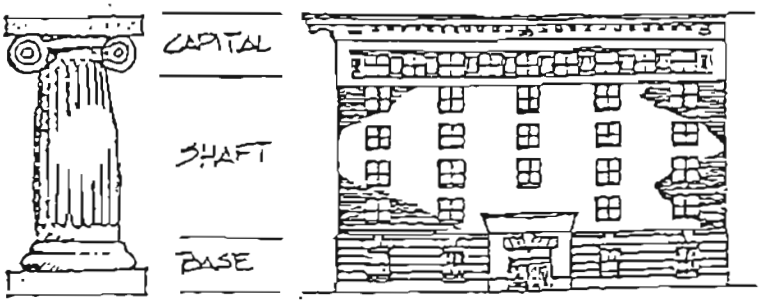
ARCHITECTURAL
CHARACTERISTICS



The purpose of designating the Lowertown Area as a Historic Preservation District is to protect and enhance the unique architectural, visual and historical character of Lowertown, a remarkably intact warehouse district dating from before the 1880s. There are 44 buildings in the 16 block proposed district, all but four of which have been classified as either pivotal or supportive to the district.

Most of the buildings of the district were constructed between 1880 and 1920. Although the area went into a period of gradual decline from the 1920s until the 1970s, the uses of the buildings remained basically the same--warehousing, wholesaling and commercial

Stylistically, the buildings in the area include the Italianate, Queen Anne, Richardsonian, Romanesque, Beaux Arts and Classical Revival styles. Most of the buildings in the area are faced in brick, projecting a sense of balance and continuity. In general, those buildings constructed before 1900 are four to seven stories tall. Many of the pre 1900 structures have cast-iron storefronts and most incorporate Victorian ornamentation. Those built after 1900 are generally large utilitarian buildings which incorporate Classical Revival detailing. They are generally taller and more massive than the Victorian period structures and were built using reinforced concrete and structural steel.



The facades of most buildings in Lowertown have a distinct rhythm, both vertically and horizontally, set off by piers, string courses and fenestrations. The major design features can better be understood in relation to the components of a column: the base, shaft, and capital. The base generally encompasses the bottom floor or two, the shaft is the body of the building, and the capital includes the roof, cornice area, and possibly the top floor.

A major focal point within the district is Mears Park. This park serves as the major public open space for the Lowertown Community. The snug compatibility among the buildings strengthens the ties of community focused on this central open space. It is this character and atmosphere we hope to enhance in the historic Lowertown District.

GUIDELINES FOR DESIGN REVIEW

I. INTRODUCTION

The following guidelines for design review will serve as the basis for the Heritag Preservation Commission's permit review decisions in the proposed Lowertown Heritage Preservation District. The guidelines define the most important elements of the Lowertown district's unique physical appearance and state the best means of preserving and enhancing these elements in rehabilitation or new construction. These guidelines are not hard and fast regulations. They are flexible criteria. Their purpose is to provide assurance to property owners that permit review will be based on clear standards rather than the taste of individual Commission members The guidelines will be interpreted with flexibility depending on the particular merit of the building, part of the building, or area under review. Consideration will be given to the availability of historical materials. When applying the guidelines, the Commission will also be considerate of clearly defined cases of economic hardship or deprivation of the owner of reasonable use of his/her property. Decisions of the Heritage Preservation Commission are subject to appeal to the City Council within ten days by anyone affected by the decision.

II. NEW CONSTRUCTION

The basic principle for new construction in the Lowertown area is to maintain the scale and character of present buildings. New construction refers to totally new structures, moved-in structures and new additions to existing structures undergoing restoration and rehabilitation.

Architectural diversity is characteristic of Lowertown. When first confronted with this variety, it is easy to overlook the overall thread of continuity of the area. Generally, any structure should provide height, massing, setback, materials and rhythm compatible to surrounding structures. The reproduction of historic design and details is expensive, artificial, and is recommended only for some cases of infill or small scale construction. Guidelines for new construction focus on general rather than specific design elements in order to encourage architectural innovation.

A. SETBACK - SITING

There should be no more than a 5% variation in setback from existing adjacent buildings. The proportion of built edge to open space should preserve the plane of the street wall, particularly along the streets facing Mears Park and the Farmer's Market.

B. MASSING, VOLUME AND HEIGHT

The buildings of the district built before 1900 are generally small to medium in volume and up to seven stories in height. Sometimes several buildings are grouped. Buildings constructed after 1900 are generally large in volume and up to eight stories in height, with the Burlington Northern Building being 13 stories. The structures of the district are distinguished by their boxy profiles; preservation of this aspect is the most essential element for maintaining district unity. New construction should be compatible with the massing, volume, height, and scale of existing adjacent structures.

Most buildings in Lowertown have distinct horizontal and vertical rhythms. New construction should enhance these patterns.

Inappropriate new construction. The massing and materials of infill structures should complement the existing buildings.

C. RHYTHM AND DIRECTIONAL EMPHASIS

The rhythm and directional emphasis in Lowertown can be found both in the relation of several buildings to each other, and in the relation of elements on a single building facade.

Rhythm between buildings is usually distinguished by slight variations in height, windows and doors, and details, including vertical and horizontal elements. Rhythm may, as in the case of Park Square Court, be accentuated by slight projections and recessions of the facade, causing the scale of the building to match that of its neighbors. The rhythm and directional emphasis of new construction should be compatible with that of existing adjacent structures.

D. ROOFS, CAPS AND CORNICES

New roof, cap, and cornice designs should be compatible with existing adjacent structures. Generally, roofs in the district are flat. It is more important for roof edges to relate in size and proportion, than in detailing.

E. MATERIALS AND DETAIL

The materials of new construction should relate to the materials and details of existing adjacent buildings. New buildings in the district should provide more detailing than typical modern commercial buildings, to respond to the surrounding buildings and to reinforce the human scale of the district. Walls of buildings in the district are generally of brick, or occasionally of stone. Walls are usually natural brick colors--dark red, yellow, and brown. When walls are painted, similar subdued colors are usually used.

F. WINDOWS AND DOORS

Windows should relate to those of existing buildings in the district in ter. of solid to opening ratio, distribution of window openings, and window setback The proportion, size, and detailing of windows and doors in new construction should relate to that of existing adjacent buildings. Double-hung windows are traditional in the district, and are preferred for new construction. Window mullions should emphasize their vertical direction. Casement windows and horizontal sliding windows are not historically common, and because they were not usually used in commercial districts are not preferred for new construction. Window and door frames should be wood, appropriately colored or bronzed-toned aluminum or vinyl-clad.

G. PARKING

Parking lots should be screened from street and sidewalk either by walls or plantings or both. If walls are used, their materials should be compatible with the walls of existing adjacent buildings. Walls should be at least 18" high. Walls or plantings should continue the planes of existing adjacent buildings.

H. LANDSCAPING AND STREET FURNITURE

When lots are used for green space or parking, a visual hole in the street "wall" may result. Landscape treatment can eliminate this potential problem by providing a wall of enclosure for the street. Traditional street elements of the area, such as granite curbs, should be preserved. New street furnit should complement the scale and character of the area.

III. RESTORATION AND REHABILITATION

General Principles for Restoration and Rehabilitation:

1. All work should be of a character and quality that maintains the distinguishing features of the building and the environment. The removal of architectural features is not permitted.

2. Deteriorated architectural features should be repaired rather than replaced whenever possible. In the event of replacement, new materials should match the original in composition, design, color, texture and appearance. Duplicatic of original design based on physical or pictorial evidence is preferable to using conjectural or "period" designs or using parts of other buildings.

3. Distinctive stylistic features or examples of skilled craftsmanship characteristic of structures of a period should be treated sensitively. Furthermore, if changes in use of a building are contemplated, they should be accomplished with minimum alteration to the structure and fabric.

4. In general, it is expected that buildings will be restored to their original appearance. However, alterations to buildings are sometimes significant because they reflect the history of the building and the district. This significance should be respected, and restoration to an "original" appearan may not always be desirable. All buildings should be recognized as products of their own time and not be altered to resemble buildings from another era.

A. MASONRY AND WALLS

Use of Materials:
Original masonry and mortar should be retained whenever possible without the application of any surface treatment. A similar material should be used to repair or replace, where necessary, deteriorated masonry. New masonry added to the structure or site, such as new foundations or retaining walls, should be compatible with the color, texture and bonding of original or existing masonry. Formstone, stucco, wood or metal siding, or paneling should not be used.

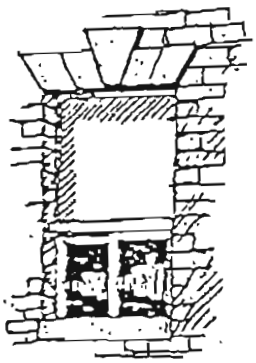
Cleaning:
Masonry should be cleaned only when necessary to halt deterioration or to remove graffiti and stains and always with the gentlest method possible such as low pressure water (under 300 psi) and soft bristle brushes. Brick and stone surfaces should not be sandblasted with dry or wet grit or other abrasive This method of cleaning erodes the hard surface of the material and accelerates deterioration. Chemical cleaning products which could have an adverse chemical reaction with the masonry material such as acid on limestone or marble should not be used. Chemical solvents should not be used at all except for removing iron and oil stains. It is preferable to use water with a non-ionic bio-degradable detergent. Mortar should be repointed and window frames should be caulked before cleaning. Waterproof or water repellent coatings or surface consolidation treatments should not be applied unless required to solve a specific technical problem that has been studied and identified. Coatings are frequently unnecessary, expensive, and can accelerate deterioration of the masonry.

Repointing:
Repointing should only be done on those mortar joints where there is evidence of moisture problems or when sufficient mortar is missing to allow water to stand on the mortar joint. Using pneumatic hammers to remove mortar can seriously damage the adjacent brick. Vertical joints should be hand chiseled. When repointing, it is important to use the same materials as the existing mortar. This includes matching the color, texture, coefficients of expansion and contraction, and ingredient ratio of the original mortar mix, creating a bond similar to the original. A professional mortar analysis can give this information. Repointing with Portland cement mortar may create a bond stronger than is appropriate for the building materials, possibly resulting in cracking or other damage. Old mortar should be duplicated in joint size, method of application and joint profile.

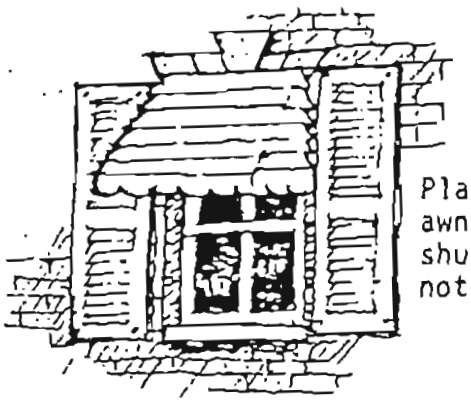
Painting:
The original or early color and texture of masonry surfaces should be retained, including early signage wherever possible. Brick or stone surfaces may have been painted or whitewashed for practical and aesthetic reasons. Paint should not be indiscriminately removed from masonry surfaces as this may subject the building to damage and change its appearance.

B. WINDOWS AND DOORS

Openings:
Existing window and door openings should be retained. New window and door openings should not be introduced into the principal elevations. Enlarging or reducing window or door openings to fit stock window sash or new stock door sizes should not be done. Infilling of window openings may be permissible on minor facades if standard sizes approximate the size and proportions of the opening. Generally, a minor facade will be considered as any facade not facing the street and not having the ornamentation and higher quality materials usually associated with street facades.



Reducing window openings to fit stock window sizes should not be done.



Plastic or metal awnings, and fake shutters should not be used.

Panes, Sashes and Hardware:
It is desirable to retain original windows and doors, but they may need replacement for functional reasons. Replacement is clearly acceptable for functional reasons if new materials closely match original materials. Differ materials may be acceptable on a case-by-case basis. Window panes should be two-way glass. No reflective or spandrel glass is permitted. The stylistic period or periods a building represents should be respected. Shutters are generally inappropriate in the district. Missing or irrepairable windows should be replaced with new windows that match the original in material, size, general muntin and mullion proportion and configuration and reflective qualities of the glass. Replacement sash should not alter the setback relation between window and wall. Heating and air conditioning units should not be installed in the window frames when the sash and frames may be damaged. Window installations should be considered only when all other viable heating and cooling systems would result in significant damage to historic materials. Window installations may be acceptable in minor facades.

Storm Windows:
Storm windows and doors should be compatible with the character of the building and should not damage window and door frames, or require removal of original windows and doors. Exterior storm windows should be appropriate in size and color and should be operable.

Awnings and Canopies:
Awnings and canopies should not be used when they conceal richly detailed entries and windows. Aluminum or plastic awnings should not be used. Large or garish lettering should not be used on awnings.

Lintels, Arches and Sills:
Lintels, sills, architraves, pediments, hoods and steps should be retained or repaired if possible. Existing colors and textures should be matched when repairing these elements.

Storefronts:
Existing storefronts should be retained and repaired including windows, sash, doors, transoms, signage, and decorative features where such features contribute to the architectural and historic character of the building. Where original or early storefronts no longer exist or are too deteriorated to save, the commercial character of the building should be retained through: (1) contemporary design which is compatible with the scale, design, materials, color and texture of the historic buildings; or (2) an accurate restoration of the storefront based on historical research and physical evidence. Storefronts or new design elements on the ground floor, such as arcades, should not be introduced which alter the architectural and historic character of the building and its relationship with the street or its setting or which cause destruction of significant historic fabric. Materials which detract from the historic or architectural character of the building, such as mirrored glass, should not be used. Entrances through significant storefronts should not be altered.

C. ROOFS, CORNICES AND DETAILS

Roof Shape:
The original roof shape should be preserved. New skylights and vents should be behind and below parapet level. When the roof is visible from street level, the original material should be retained if possible, otherwise it should be replaced with new material that matches the old in composition, size, shape, color and texture.

Cornices and Other Details:
All architectural features that give the roof its essential character should be preserved or replaced. Similar material should be used to repair/replace deteriorating or missing architectural elements such as cornices, brackets, railings, shutters, steps and chimneys, whenever possible. The intricacy of detail is least important for new elements at or near the roof line. The same massing, proportions, scale and design theme as the original should be retained.

IV. SIGNS AND ACCESSORIES

Signs should be compatible with the character of the District, and blend with the character of the structures on or near which they are placed. Signs should not conceal architectural detail, clutter the building's image, or distract from the unity of the facade; but rather should complement the overall design.

A. MATERIALS

Sign materials should complement the materials of the related building and/or the adjacent buildings. Surface design elements should not detract from or conflict with the related structure's age and design in terms of identification symbol (logo), lettering, and related patterns or pictures. Materials used should be the same as those used for signs during the period of the building's construction, such as wood, wrought iron, steel, and metal grill work. Newer materials such as extruded aluminum and plastics may not be appropriate.

B. TYPES

The sign type should enhance the building's design and materials. There are a number of types of signs which may be used: (1) single-faced; (2) projecting, double-faced; (3) three-dimensional; (4) painted wall signs; and (5) temporary signs. New billboards are not permitted in the Lowertown District.

C. LOCATION AND METHOD OF ATTACHMENT

There should be no sign above the cornice line or uppermost portion of a facade wall. Signs should not disfigure or conceal architectural details. Painted signs may be permissible on glass windows and doors. The facade should not be damaged in sign application, except for mere attachment. The method of attachment should respect the structure's architectural integrity and should become an extension of the architecture. Projecting signs should have a space separating them from the building. (Protection of architecture in method of attachment shall be regarded as a basis for granting variance of the normal zoning code prohibition against guy wire supports for projecting signs.)

D. LIGHTING

Location of exterior lights should be appropriate to the structure. Signs should generally be lit from on the site. There should be no flashing, blinking, moving, or varying intensity lighting. Subdued lighting is preferred. Backlit fluorescent or exposed neon are generally inappropriate.

E. GRILLS, EXHAUST FANS, ETC.

Grills, exhaust outlets for air conditioners, bath and kitchen exhaust fans should be incorporated into filler panels, if possible. They may be painted the same color as the filler panel.

V. DEMOLITION

The Heritage Preservation Commission will follow the guidelines stated in the Heritage Preservation Ordinance (#16006), Section 6 (1)(2), when reviewing permit applications for demolition:

"In the case of the proposed demolition of a building, prior to approval of said demolition, the Commission shall make written findings on the following: architectural and historical merit of building, the effect on surrounding buildings, the effect of any new proposed construction on the remainder of the building (in case of partial demolition), and on surrounding buildings, the economic value or usefulness of building as it now exists, or if altered or modified in comparison with the value or usefulness of any proposed structure designated to replace the present building or buildings."

Saint Paul Urban Renewal Historic District
Recommended Boundaries

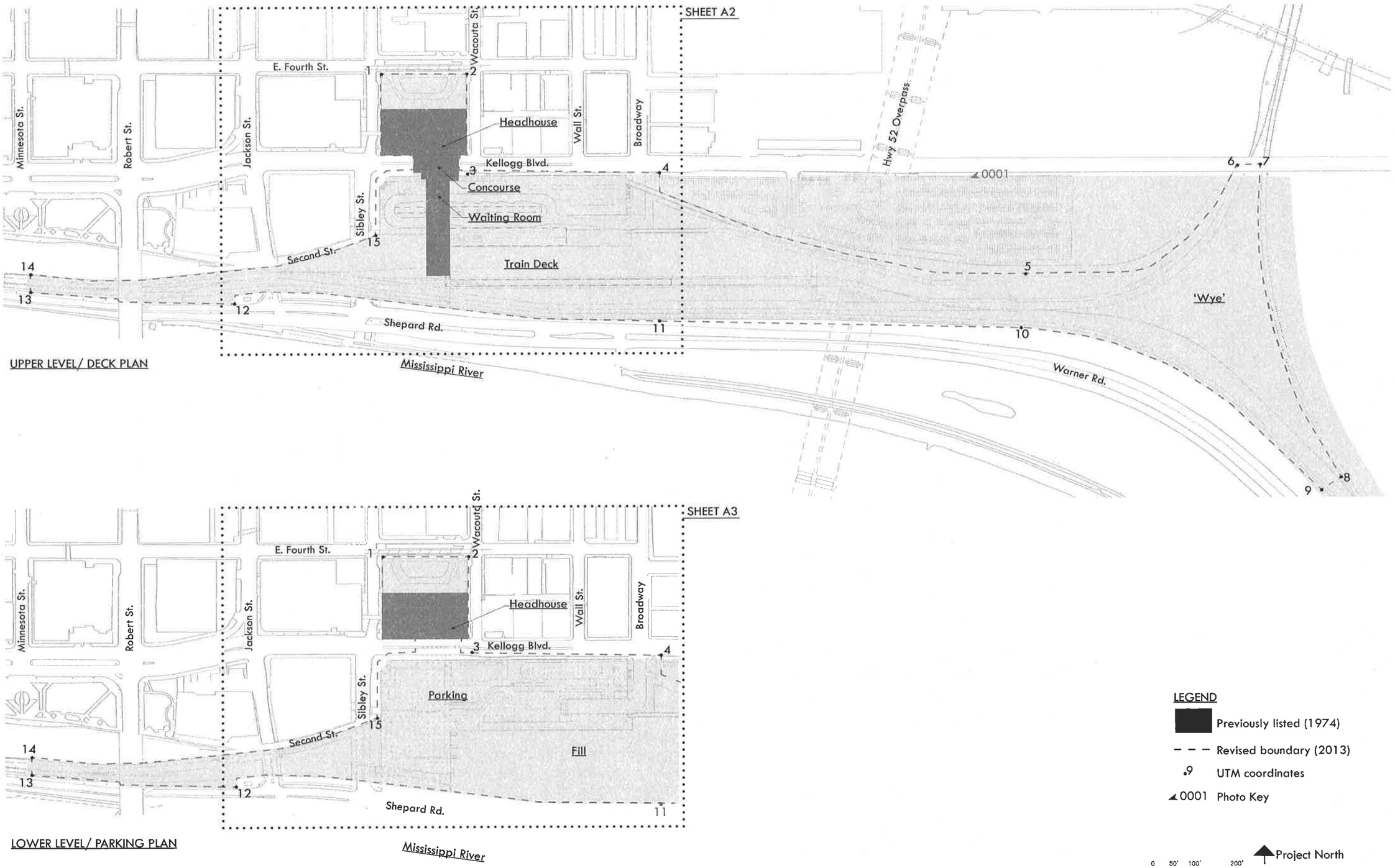
Contributing Properties (built between 1955 and 1974)

1. **Minnesota Mutual Life Insurance Company** (1955), 345 Cedar Street
2. **Victory Ramp** (1955-1960), E. Fourth and N. Wabasha Streets
3. **Degree of Honor Building** (1962), 325 Cedar Street
4. **Saint Paul Hilton** (ca. 1965), 11 E. Kellogg Boulevard
5. **Saint Paul YWCA** (1961), 65 E. Kellogg Boulevard
6. **Kellogg Square** (1970), 111 E. Kellogg Boulevard
6a. **Kellogg Square Parking Ramp** (1970)
6b. **Kellogg Square Townhouses** (1973)
7. **Federal Courthouse** (1961), 316 N. Robert Street
8. **Dayton's** (1963), 411 Cedar Street
9. **Osborn Building** (1968), 370 North Wabasha Street
9a. **Osborn Plaza** (1968)
10. **Northwestern National Bank** (1971), 55 E. Fifth Street
11. **Capital Centre Building** (1973), 366 N. Wabasha Street
12. **First Federal Savings and Loan** (1971), 360 Cedar Street
13. **American National Bank Building** (1974), 101 E. Fifth Street
14. **First Bank Addition** (1969), 332 Minnesota Street
15. **Minnesota Department of Economic Security** (1967), 390 N. Robert Street
16. **Farm Credit Banks** (1965), 375 Jackson Street

Other Properties (are contributing)**

A. **Northern States Power Company**** (1932), 360 N. Wabasha Street
B. **Commerce Building*** ** (1912), 10 E. Fourth Street
C. **Saint Paul Athletic Club*** **(1918), 340 Cedar Street
D. **Minnesota Building*** **(1930), 42-48 E. Fourth Street
E. **First National Bank*** **(1931), 332 Minnesota Street
F. **First Farmers and Merchants Bank**** (1916), E. Fourth and N. Robert Streets
G. **The Buttery**** (ca. 1930), 395 N. Robert Street
H. **Radisson Hotel Addition** (1996), Kellogg Boulevard and Cedar Street
I. **Farm Credit Banks** (1979), 135 E. Fifth Street
P1. **Parking Structure** (2001), 45 E. Kellogg Boulevard
P2. **Parking Structure** (2001), 50 E. Fourth Street
V. **Vacant lot** (surface parking)

* National Register listed or eligible properties.



UPPER LEVEL/ DECK PLAN

LOWER LEVEL/ PARKING PLAN

LEGEND

- Previously listed (1974)
- Revised boundary (2013)
- •9 UTM coordinates
- ◢0001 Photo Key

0 50' 100' 200'

Project North

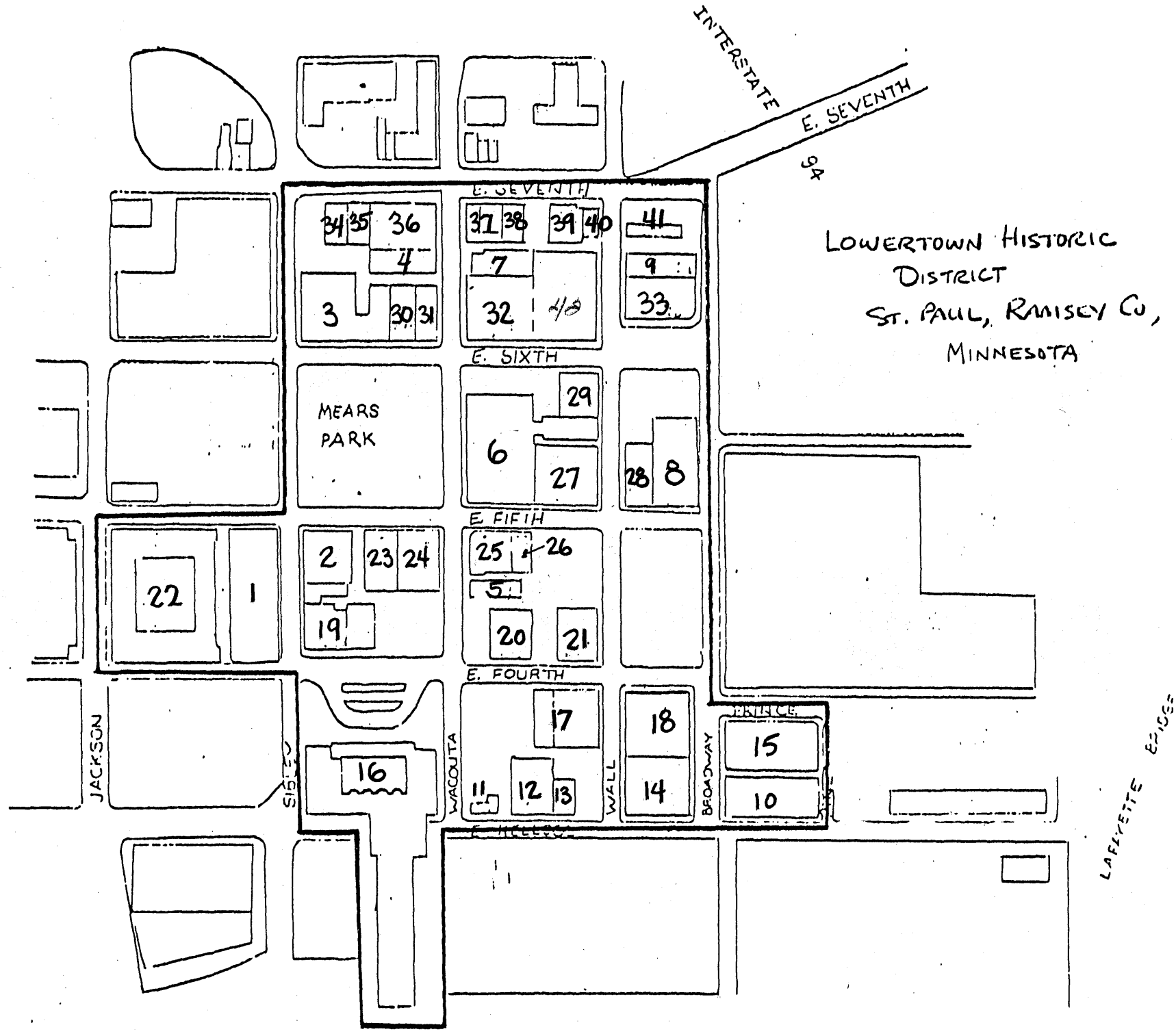
Geographic North

St. Paul Union Depot | RAMSEY COUNTY: ST. PAUL, MINNESOTA

LOCATION PLANS & PHOTO KEYS

FEBRUARY 15, 2013
RVSD JULY 01, 2013

A1


INTERSTATE
E. SEVENTH
94
LOWERTOWN HISTORIC DISTRICT
ST. PAUL, RAMSEY CO, MINNESOTA
E. SEVENTH
E. SIXTH
E. FIFTH
E. FOURTH
E. HELEN
MEARS PARK
JACKSON
SIBLEY
WACOUTA
WALL
BROADWAY
PRINCE
LAFAYETTE BRIDGE
34 35 36 4 3 30 31
37 38 39 40 41 7 32 9 33
29 6 27 28 8
22 1 2 23 24 19
25 26 5 20 21
17 18 15 16 11 12 13 14 10